

- Management practices mimic their ecological processes within the ecosystem to allow socioeconomic benefit and existing infrastructure to continue. Natural processes that affect forest conditions and structure are natural wildfire regimes, drought, wind, insects and diseases.

Standard

- Removal of special forest products for commercial purposes and personal use (including firewood) shall not be allowed in a research natural area unless it helps meet its desired conditions.

Guideline

- Gathering of forest products for sale should not be permitted in areas recommended for wilderness designation.

Management Approaches

- Fuelwood collection within dry soil to protect slopes and roads is managed so that site-specific (soil type, soil condition, erosion hazard) planning and permits may specify the location and the amount and size of wood that can be collected in areas where live and dead woody habitat components are limited. Post-fuelwood collection rehabilitation restores soil stability and watershed function.
- Enforcement, education, and site-specific planning of illegal wood cutting will be necessary to ensure quality habitat over the long term; illegal woodcutting reduces the quantity and quality of woodland habitat, especially oak and alligator juniper.

Cultural Identity and Cultural Landscapes

Three of the following subsections focus on contemporary use of land-based rural communities that have a long-standing history in and around the lands managed by the Cibola National Forest. These include: Tribal communities, Spanish/Mexican land grant communities, and rural historic communities. Another subsection briefly addresses the broad category of contemporary users whose interests in the Forest are focused primarily on recreation, collection of forest products, and other pursuits that developed and flourished after the establishment of the Cibola National Forest in the early part of the 20th century. This community of users is made up of individuals who share a passion and common interest in recreating on National Forest System lands. People may identify with any one or all of these groups. These distinctions are used as a frame of reference to recognize the cultural diversity of the people who care about the Cibola. Lastly, historic properties are addressed in a separate subsection because they are physical, location-based resources. The historic properties subsection does not emphasize use, but rather the material record of historic occupation and land use. These resources are an important component of the historic and contemporary uses and integral to the protection and maintenance of the cultural identities of people that care about these cultural landscapes.

The land is a common thread that binds all people. Our mountain landscapes are a life-sustaining resource and they help us form individual and community relationships, provide for continuity of cultural identity, and strengthen ancestral connections. The communities situated near or adjacent to the mountains, or “sky islands”, now managed as the Cibola National Forest, are reflective of a diverse and rich history of people and uses connected to the mountains.

Through time, the mountains of the desert Southwest have provided humans with the essential elements of life. Mountains possess a biodiversity of plant and animal species not seen in the lower

elevations that flank them. Mountainous landscapes create weather patterns that result in snowpack and moisture, providing the life-giving water to support all forms of life.

Long standing, land-based, rural communities (communities with time depth), regardless of their origin, established themselves and persisted in large part due to their proximity to needed resources. Plants were used for food, medicine, and ceremonial purposes. Wood was used for construction, fencing, heat, and ceremonial fires. Perennial streams were utilized for domestic needs and sometimes controlled to provide water for agriculture or mechanical power. Pasture land was utilized and springs developed to support sheep and cattle; and arable land was utilized for crops and orchards. Historically, these resources provided communities with what they needed to sustain themselves and provide economic growth. These resources, and the opportunities they provided to support a livelihood, played an important role in the establishment of communities. Often the communities were established along the flanks of the mountains, perhaps in proximity to travel routes, but undoubtedly it was the mountains and their bounty of resources that provided the incentive for individuals and families to establish themselves there to begin with. The mountains and their natural assets provide the basis for traditional customs and practices that contribute to cultural life and to social institutions, including family and community. These communities are inextricably linked to those natural resources that were critical to their survival and formed the basis for their way of life. The relationship that these traditional communities have with the land continues today. In addition to providing the necessary resources to sustain life, these landscapes also form an anchor for those communities, providing people a sense of identity and their place in the world. Generations of families formed communities, adapted to their environment, and developed a way of life dependent upon and complimentary of the mountain resources at hand.

The historic use of the land by all three types of communities described above has left an imprint on the land, leaving behind material remains. These material remains—the tangible evidence of past human occupation and use—are identified as historic properties. These resources linked to the long-standing, rural, land-based communities are the focus of the “Historic Properties” subsection (of this section).

In addition to use by the long standing, land-based, rural communities, contemporary use of the Forest also includes a range of activities by many people, some of whom come from outside of New Mexico and from other countries, who value and enjoy the solitude as well as the recreational opportunities available on the Cibola National Forest. The uses of the mountains by these people also contribute to their fundamental cultural identity and ways of life.

Through the 20th century, across the United States, families once based in rural communities began to migrate to larger towns and cities. Today, the majority of Americans live in suburban or urban settings. In conjunction with that shift, there has been an increasing aesthetic appreciation of mountains in the 20th century. Public lands are no longer seen by these contemporary users as places needed and used for their subsistence, but as areas that are still relatively undeveloped and provide opportunity for experiences that cannot be attained in urban environments.

Tribal Resources and Contemporary Traditional Use

Background and Description

The Cibola National Forest maintains a governmental relationship with 17 federally recognized American Indian Tribes and Pueblos that have aboriginal territories and traditional ties to the land now administered by the four “mountain” districts of the Cibola National Forest. These include: the Hopi Tribe, the Pueblos of Acoma, Laguna, Zuni, Isleta, Sandia, Santa Ana, Santo Domingo, San

1 Felipe, Cochiti, Zia, Jemez, and San Ildefonso, the Navajo Nation, the Jicarilla Apache Nation, the
2 Mescalero Apache Tribe, and the Fort Sill Apache Tribe. The Forest routinely consults with these
3 Tribes and Pueblos on policy development, and proposed plans, projects, programs, and Forest
4 activities that have a potential to affect Tribal interests, including natural or cultural resources of
5 importance. The Cibola National Forest developed a robust consultation program in the late 1990s
6 and continues to build and enhance its working relationships and partnerships with these Tribes and
7 Pueblos.

8 The Cibola National Forest shares approximately 102 miles of common boundary with the Navajo
9 Nation, the Pueblo of Zuni, the Pueblo of Isleta, the Pueblo of Sandia, the Pueblo of Laguna, and the
10 Pueblo of Acoma, and is in close proximity to numerous Tribal communities. Tribal members visit
11 the Cibola National Forest to gather forest products and for other traditional and cultural purposes.
12 The Cibola National Forest recognizes the importance of maintaining these traditions to area Tribes
13 and Pueblos, and accommodates traditional use on lands managed by the Forest.

14 The Forest carries out its government-to-government trust responsibilities under a variety of Federal
15 authorities. Tribal rights and interests are honored and protected in Cibola National Forest operations
16 on the basis of treaty obligations, trust relationships, mandates in laws and Executive orders, and the
17 United Nations Declaration on the Rights of Indigenous Peoples.

18 Desired Conditions

- 19 ■ Forest Service and Tribal landscape restoration activities complement one another to meet
20 common objectives across shared boundaries.
- 21 ■ Requests for reburial of American Indian human remains and cultural items by Tribes are
22 honored and accommodated.
- 23 ■ Requests for temporary closure orders for cultural and traditional purposes are accommodated
24 and facilitated.
- 25 ■ Tribal members have access to their sacred sites, traditional cultural properties, and other
26 locations of traditional use, for individual and group ceremonies and traditional activities,
27 including the collection of forest products. There are opportunities for solitude and privacy for
28 ceremonial activities.
- 29 ■ Locations identified by Tribes as important, based upon their recognized value as traditional
30 cultural properties, sacred sites, and other locations of contemporary traditional use, are
31 acknowledged and are managed with an emphasis on the resilience and protection of natural and
32 cultural resources.

33 Guidelines

- 34 ■ Consultation with Tribes should occur at the early stages of planning and project design, and
35 Tribal perspectives, needs, and concerns, as well as traditional knowledge, should be
36 incorporated into project design and decisions, as appropriate.
- 37 ■ Sacred sites and traditional cultural properties should be managed to preserve the character and
38 use of these places.
- 39 ■ Project decisions or special use authorizations regarding the approval, location, and maintenance
40 of telecommunication sites, and the facilities within, should retain the physical and scenic
41 integrity of high places that the Tribes regard as sacred sites, traditional cultural properties, or as
42 part of an important cultural landscape.

Management Approaches

- Work with Tribes to understand their needs and build respectful, collaborative relationships; to develop ways of accomplishing mutually desired conditions and objectives; and to collaborate in ecosystem restoration efforts.
- Provide Forest Service employees opportunities to receive training to gain a broader understanding of the unique legal relationship between the Federal Government and Indian Tribes; American Indian laws, customs, traditions, and values; and the tools available for protecting and managing sacred sites and traditional cultural properties.
- Coordinate with Tribes to develop collaborative proposals and implement projects of mutual benefit, utilizing available federally-authorized or advocated programs.
- Provide opportunities for Tribal members to engage in activities such as the collection of forest products for traditional uses. Traditionally-used resources are not depleted and are available for future generations.
- Authorize and accommodate the collection of forest products in a manner consistent with the Forest's written policy on the Collection of Forest Products for Traditional Cultural and Ceremonial Purposes. Tribal requests to collect threatened and endangered species are referred to the U.S. Fish and Wildlife Service, the responsible agency for issuing permits for listed threatened and endangered species.
- Consider sacred sites during the project planning process, and protect them during the implementation of management and permitted activities.
- Cooperatively develop interpretive and educational exhibits or other media that focus on the history of the lands managed by the Cibola National Forest in collaboration with the Tribes to provide the public with a greater understanding and appreciation of our shared history, culture, and traditions.
- Identify opportunities where locations on the Forest can provide a setting for the education of Tribal youth in culture, history, land stewardship, and the health benefits of outdoor activities.
- Consult with Tribes to identify sacred sites or traditional cultural properties and to develop a strategy for appropriate recognition and management, including honoring the Tribes' request for maintaining confidentiality.
- Administer Forest activities and uses in a manner that is sensitive to traditional American Indian beliefs and cultural practices.
- Accommodate and facilitate the traditional use of traditional cultural properties, sacred sites, and other traditional use areas (such as trails and springs) that are essential in maintaining the cultural identity and cultural practices of associated Tribal communities.
- Conduct inventories to identify and protect traditional cultural properties and sacred sites, and work with associated Tribal communities to manage these through shared stewardship by developing programmatic agreements, management plans, memoranda of understanding, or other management tools.

Land Grant Communities and Acequias

Background and Description

The Cibola National Forest maintains a relationship with 12 Spanish- and Mexican-era land grant communities. Most are organized as subdivisions of New Mexico State government; those that are

not participate in the New Mexico Land Grant Council. The community land grants that border the Cibola National Forest were established between 1692 and 1844. These include: in the Mount Taylor Ranger District, the Cubero and Cebolleta land grants; in the Mountainair Ranger District, the Chililí, Tajique, Torreón, Manzano and Tomé land grants; and in the Sandia Ranger District, the San Antonio de Las Huertas, Cañon de Carnué, and San Pedro land grants. Additional community land grants in the Cibola National Forest's area of influence include Sevilleta de la Hoya and Atrisco. These land grants share approximately 72 miles of common boundary with the Forest. Some have former common lands now managed by the Forest Service. All land grants have expressed an interest in adjacent Forest Service lands.

Acequias are community operated and organized water irrigation systems. Acequia and community ditch associations are political subdivisions of the State of New Mexico (NMSA 1978 §73-2-28). Acequias that existed prior to the withdrawal of public lands to create the national forests are afforded special rights and status under National Forest System management. Many of the State's acequia associations have been in existence since the Spanish Colonial period in the 17th and 18th centuries. Acequia associations that rely on water from the Cibola National Forest include the Rio San Jose Acequia Association, and associations for the Las Huertas and the Carnuel/Tijeras/San Antonio acequias. These historic water systems continue to serve as important water infrastructure for communities, and their associations are important community organizations throughout New Mexico today.

Desired Conditions

- Forest Service and community land grant restoration activities complement one another to meet common objectives across shared boundaries.
- Locations identified by community land grant governing bodies and constituent communities as significant traditional use areas are acknowledged and are managed with an emphasis on the resilience and protection of natural and cultural resources.
- Traditional uses, traditional cultural properties, and other affiliated historic properties are considered during project planning and are protected to the extent possible during the implementation of management activities.
- Members of land grant communities have appropriate access for traditional uses and to traditional cultural properties and other affiliated historic properties needed throughout the year.
- The management of acequia systems, traditional use areas, traditional cultural properties, and other affiliated historic properties on the Forest are carried out in partnership with community land grant governing bodies and acequia associations. Forest restoration projects will take into consideration the health of these systems and sites.
- Acequia associations have adequate access to repair, maintain, and improve acequia infrastructure located on National Forest lands.

Guidelines

- Community land grant governing bodies and acequia associations should be consulted at the early stage of planning for restoration projects and other projects that may impact uses and resources of importance to these entities and their constituent communities.
- Traditional perspectives and knowledge should be incorporated into project design and decisions where appropriate.

Management Approaches

- Develop appropriate protection measures for traditional cultural properties, other affiliated historic properties, and areas of traditional use that are significant to community land grants and acequia associations and their constituent communities. Consult with community land grant governing bodies and acequia associations when developing protection measures.
- Make available fuel wood collection opportunities to adjacent land grant communities except in areas with resource concerns or in designated areas where such uses are prohibited.
- Through coordination with the land grant and acequia association governing bodies, provide and facilitate access for their constituent communities to engage in activities such as the collection of forest products for traditional uses, and other traditional uses.
- Manage resources of importance to land grant and acequia governing bodies to ensure that such resource use is sustainable, that such resources are not depleted, so that these resources are available for future generations.
- Coordinate with the governing bodies of the community land grants and acequia associations to develop collaborative proposals and implement projects of mutual benefit.
- Facilitate reasonable access by acequia associations to adequately repair, maintain, and improve acequia infrastructure on National Forest lands.
- For projects adjacent to land grant communities where the Cibola National Forest is landlocked and only accessible via the land grant or alternative access through the National Forest is difficult, work directly with the governing bodies of the adjacent land grant to implement mutually beneficial projects and to provide the authority to remove forest products.
- Cooperatively develop interpretive and educational exhibits or other media that focus on the history of the lands managed by the Cibola National Forest in collaboration with the land grant and acequia association governing bodies to provide the public with a greater understanding and appreciation of our shared history, culture, and traditions.
- Identify opportunities where locations on the Forest can provide a setting for the education of the land grant community youth in culture, history, and land stewardship.

Rural Historic Communities

Background and Description

For the purpose of this document, a rural historic community is defined as a community that is both geographically and historically rooted to a particular landscape. The founding of the community generally predates the establishment of the forest reserves in 1906 that would later be consolidated into the Cibola National Forest. The community has a significant concentration of human activity, linkage, and continuity of land use on and/or immediately adjacent to the Forest. Rural historic communities are those whose day-to-day occupational activities are rooted in the pragmatic need to make a living and that evolved in-place on a specific landscape on or adjacent to the lands now managed as the Cibola National Forest. Corporations and special interest groups are not included in this category. Examples include: the Village of Magdalena, founded as a center for mining and ranching in 1884, and located in the area of influence for the Magdalena Ranger District; and the community of Ramah, founded as a farming settlement in 1882, and located in the area of influence for the Mount Taylor Ranger District. Communities such as these are located throughout the area of influence for the Cibola National Forest. Occupational and subsistence-based activities associated with rural historic communities may include agriculture, grazing, mining, and logging. Over time,

some of these communities have evolved to accommodate tourism and the increasing demand for outdoor recreation as an element of their identity. While there may be some cultural or spatial overlap between rural historic communities and other traditional communities defined in this Plan (for example, Tribes and land grant communities), this group is identified to address the different concerns and needs of the people that may identify with these uses and connections to the land.

Desired Condition

- Awareness and understanding of the needs and desires of rural historic communities affiliated with the Forest is increased in order to better facilitate collaboration between the Forest Service and associated communities.

Management Approaches

- Work with rural historic communities to build respectful, collaborative relationships; develop ways of accomplishing mutually desired conditions and objectives; and collaborate in ecosystem restoration efforts.
- Develop sustainable approaches (sensitive to environmental and other cultural concerns) for members of rural historic communities to continue to practice occupational and subsistence based activities on the Forest.
- Develop formal strategies to actively engage and better facilitate communication with rural historic communities.
- On an annual basis, review, identify and compile a comprehensive list of rural historic communities and associated leaders that are affiliated with the Cibola National Forest that should be consulted during project planning.
- Cooperatively develop interpretive and educational exhibits or other media that focus on the history of the lands managed by the Cibola National Forest in collaboration with members of rural historic communities to provide the public with a greater understanding and appreciation of our shared history, culture, and traditions.
- Identify opportunities where locations on the Forest can provide a setting for the education of youth within rural historic communities in cultural awareness, history, and land stewardship.

Contemporary Users

Background and Description

Use of the mountains is increasing. Recreation in the mountains is increasing, and is increasingly diverse. Many contemporary users that have a passion for outdoor recreation also have a deep appreciation for the mountains, and understand that these landscapes play a vital role in their lives as sources of spiritual and physical well-being. Other contemporary users turn to the mountains for material sustenance, including hunted meat, gathered plants, and wood for heat. Even in contemporary communities such as the Albuquerque metro area, there are many households that supplement their basic needs with forest products. Regardless of whether their uses are for recreation or for subsistence, the use of the Forest provides contemporary users with experiences that provide them with meaning. Today, people are drawn to public lands, particularly mountainous areas, to seek inspiration and spiritual nourishment from a natural environment that possesses beauty, integrity, and challenge that may be lacking in their everyday lives. The mountains are a place where members of modern society can temporarily leave behind them the complexity and concerns of modern living,

1 and immerse themselves in a different environment pursuing recreational and economic activities
2 that renew them spiritually and physically.

3 Please refer to the “Recreation” section for a more extensive description of recreation use, and to the
4 “Forest Products” section for a more extensive description of forest product collection by the public.
5 The desired conditions, guidelines, standards, and management approaches developed for
6 contemporary use on the Forest can be found in these sections.

7 **Historic Properties**

8 **Background and Description**

9 Historic properties are the tangible evidence of past human occupation and behavior that are greater
10 than 50 years in age, and are eligible for inclusion in or are listed on the National Register of Historic
11 Places. They may consist of archeological sites, designated traditional cultural properties, historic
12 buildings and structures, and districts composed of multiple historic properties. Historic properties
13 within the Plan area are a record of past processes and events that are important in maintaining the
14 identities of all four of the local communities that were identified in the “Cultural Identity and
15 Cultural Landscapes” section. These resources are non-renewable and, depending on the nature of
16 the resource, can be particularly sensitive to management practices and natural and human-induced
17 environmental degradation.

18 **Desired Conditions**

- 19 ■ Historic properties (including archeological sites, historic buildings and structures, traditional
20 cultural properties, and historic districts) are protected from natural processes and human
21 activity. The significant qualities of historic properties are protected, except when such
22 protection is not possible or not feasible.
- 23 ■ Historic properties are interpreted for the public’s understanding of the culture and history of the
24 Plan area.
- 25 ■ Inventory of historic properties is conducted at the management area scale, in addition to being
26 inventoried at the scale of the individual project.
- 27 ■ The historic and cultural qualities of recreation areas or infrastructure that incorporate historic
28 properties, or have historic and/or cultural values, are preserved to enhance the recreation
29 opportunity.
- 30 ■ The management objectives for other resources align with the management objectives of historic
31 properties (including protection).

32 **Guidelines**

- 33 ■ Manage historic properties (including archeological sites, historic buildings and structures,
34 traditional cultural properties, and historic districts) to a standard that maintains or exceeds the
35 current collective conditions of properties on the Forest.
- 36 ■ Develop and adhere to a heritage program of work that ensures continued resource protection
37 and increases public understanding of historic properties on the Forest. The program of work
38 will set priorities for inventory, interpretation, stabilization, historic preservation, research,
39 public outreach, site monitoring, and other protection, preservation, and education activities.
- 40 ■ Integration of natural and cultural resources, which considers the beneficial management of
41 historic properties and input from traditional communities (tribes, land grants, acequia

associations, and rural historic communities), will be part of the planning phase of forest projects.

- For recreation residences that are historic properties, the operation and maintenance plan for the special use authorization should stipulate that the maintenance and upkeep must maintain the historic characteristics of the residence.
- Include appropriate clauses in contracts, permits, or leases that have the potential to affect historic properties specifying property protection responsibilities and liabilities for damage.
- Manage the Heritage Program holistically to ensure an adequate balance of compliance-based work with heritage resource management and program objectives.

Management Approaches

- Develop appropriate measures to protect historic properties from deterioration due to natural forces, visitor use, vandalism, and other impacts. Protective measures may include vegetation treatment in and adjacent to site boundaries (provided appropriate protection measures are in place), signing, fencing, administrative closure, patrols, interpretive signs, stabilization, or data recovery.
- Allow and resolve adverse effects to historic properties, regardless of the nature of the properties' significance, when it is not possible to avoid such adverse effects during an undertaking (when there is a conflict with existing law, regulation, or policy), or when the benefits of an undertaking are deemed (by administrative decision) to be greater than the adverse effects to historic properties.
- When warranted by proposed undertakings or by resource concerns, conduct inventories of historic properties of concern at the scale of the management area.
- Develop management and preservation plans for historic properties that have special significance (National Historic Landmarks, National Register listed properties, and priority heritage assets) or receive heavy visitor use.
- Manage buildings and structures that are listed on or are eligible for the National Register of Historic Places in accordance with the Secretary of the Interior's Standards and Guidelines for Treatment of Historic Properties when considering maintenance, rehabilitation, and reuse.
- Develop preservation maintenance plans (historic property plans) for administrative facilities and infrastructure that are historic properties, and administer and maintain those facilities in accordance with those plans.
- Develop a database of fire sensitive historic properties, and other cultural resources and make it available for fire management purposes and for facilitating resource protection.
- Meaningfully enhance and develop the protection, preservation, and management of historic properties through public participation, and through partnerships with traditional communities (Tribes, land grants, acequia associations, rural historic communities), professional organizations, volunteers, other partners. Where appropriate, partnerships will utilize emerging information and communication technologies.
- Non-project related survey will be prioritized as follows: (1) areas where historic properties are threatened or ongoing impacts are unknown and need to be assessed; (2) areas indicated to have a high density of historic properties, or high value properties; (3) areas of importance to traditional communities; (4) areas where additional survey will contribute to a greater understanding of a specific management area.

- 1 ■ Nominate historic properties to the National Register of Historic Places on a regular interval.
- 2 ■ Integrate natural and cultural resources as part of project planning, employing current available
- 3 knowledge of the types and existing conditions of historic properties, other cultural resources,
- 4 and traditional uses within the project area in the development of a proposed action.

5 Land Ownership Adjustment and Boundary Management

6 Background and Description

7 The two primary functions of the Land Ownership Adjustment and Boundary Management Program
8 is to provide legally defensible boundary line, and title for lands managed by the Forest Service. The
9 Boundary Management Program is the identification and maintenance of boundary line locations
10 between National Forest System lands which include (but are not limited to) public domain lands, or
11 those lands that were acquired by the United States from another sovereign and have never left
12 Federal ownership and land of other ownership, and land adjustment. Boundary management needs a
13 great deal of maintenance to ensure that no management activity near or adjacent to a property line
14 creates a false or misleading boundary line.

15 Land adjustments consolidate and improve management efficiency through real estate transactions
16 including sales, purchases, donations, exchanges, conveyances, and rights-of-ways within the
17 proclaimed Cibola National Forest boundaries.

18 Desired Conditions

- 19 ■ Right-of-way and easements provide for broader access to lands within the Cibola National
20 Forest without impacting private inholding rights-of-way and easements.
- 21 ■ Acquisition of lands facilitates efficient management strategies for the Cibola National Forest.
- 22 ■ Encroachment issues are resolved equitably for both adjacent landowners and the Cibola
23 National Forest.
- 24 ■ National Forest System lands exists in a pattern that promotes more well-organized management
25 of various lands in and around the Forest as well as provide efficient and effective resource
26 management within and across National Forest System lands.

27 Guidelines for Land Exchanges

- 28 ■ Land exchanges should result in an improved land ownership pattern, more effective
29 management of National Forest System lands, and foster sound community development.
- 30 ■ Land exchanges should not result in the creation of isolated National Forest System parcels
31 surrounded by non-Federal lands or isolated non-Federal parcels surrounded by National Forest
32 System lands, unless it is found to be a public benefit.
- 33 ■ The non-Federal lands considered for exchange into Federal ownership should meet one or more
34 of the following criteria:
 - 35 • Lands that provide needed public and administrative access, protect public lands from fire or
36 trespass, or prevent damage to Cibola resources.
 - 37 • Lands that contain vital threatened and endangered species habitat or vital wildlife habitat.
 - 38 • Lands providing services to the public (such as developed and dispersed recreation and open
39 space).